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ABSTRACT

This manual is intended primarily to support policymakers and managers in local education authorities (LEAs) in carrying out their duties under Britain's Further and Higher Education Act 1992 in the new context of collaborative planning as set out in the 1998 Green Paper, "Learning Is for Everyone." Section 1 provides a summary of the legislative background to the adequate provision of further education in Wales. Section 2 presents a framework for LEAs and their partners for defining adequacy at local level. Section 3 focuses on an essential ingredient in determining adequacy--to build a picture of current participation and provision. Section 4 focuses on needs assessment, which is critical to determining adequacy in the local area. Section 5 provides strategies for determining strategic priorities. It sets out a suggested list of six key roles for the LEA: providing a clear definition of adequacy, ensuring that participation is accurately monitored, ensuring that all stakeholders are involved in planning and delivery, identifying how LEA services contribute to adequacy, securing the contributions of other stakeholders to adequacy, and promoting stakeholder collaboration and cooperation. Section 6 considers strategies and approaches for the roles that deal with partnership in planning. Appendixes contain the following a description of an LEA project in Wales; Green Paper extracts; Swansea's Charter that commits it to becoming a city and county of learning; integrated summary of two assessment frameworks; example of community mapping exercise; two examples of auditing provisions; and examples of local functional partnerships. (YLB)

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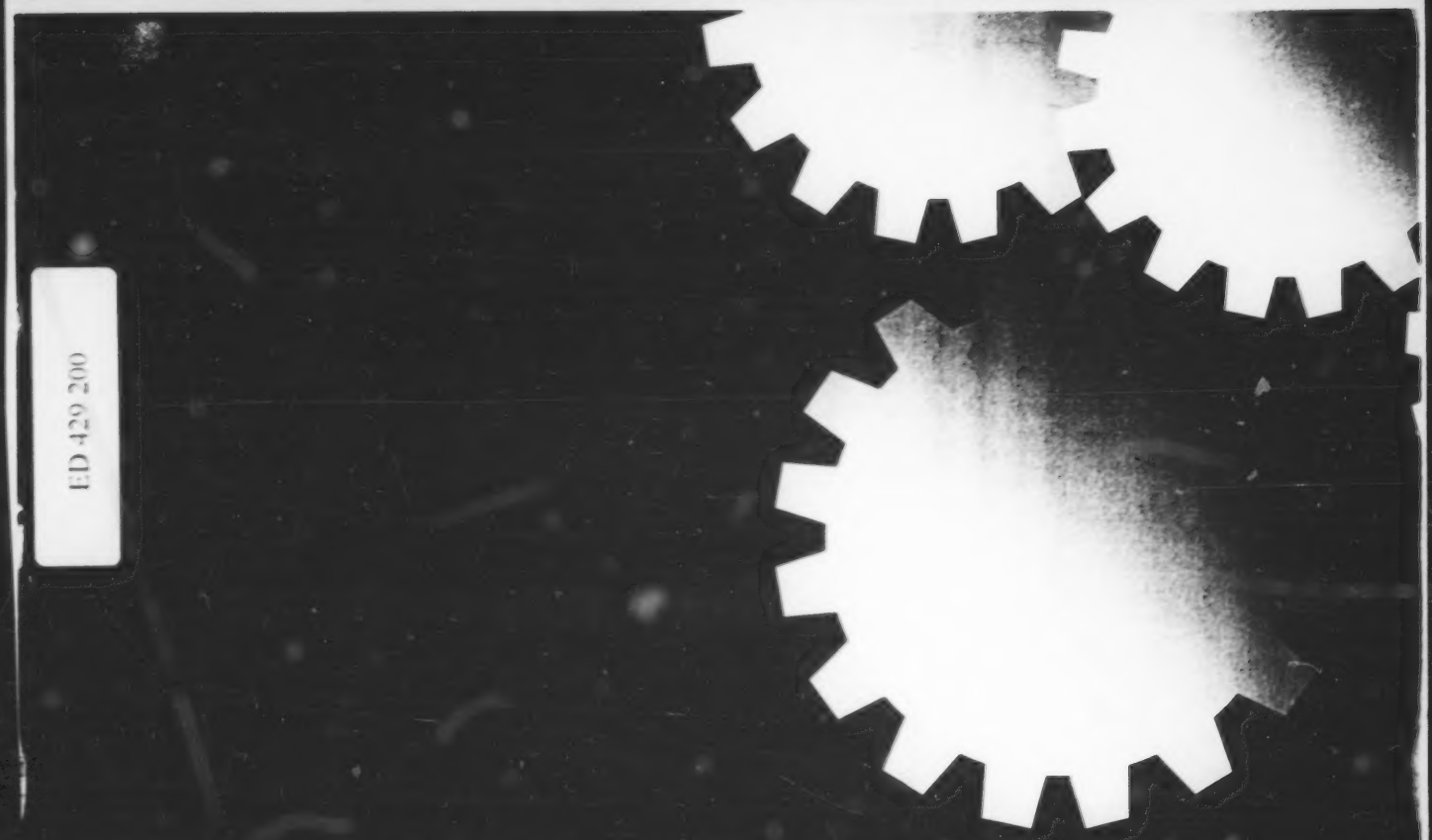

Creating a lifelong learning culture

an adequacy manual for local authorities and their partners

CE078448

NIACE CYMRU
THE NATIONAL ORGANISATION FOR ADULT LEARNING

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GEARING UP FOR

LIFELONG LEARNING

An Adequacy Manual for Local Authorities and their Partners

NIACE CYMRU
THE NATIONAL ORGANISATION FOR ADULT LEARNING

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FOREWORD

Local authorities have a key role to play in the achievement of a learning society. As democratically accountable multi-purpose agencies they support adult learning in a number of ways - through economic development strategies, and initiatives arising from community care, and housing policies as well as those arising from their explicit responsibilities for education.

Too often LEA adult education services are described as discretionary, when the legal duty on the LEA in respect of adult education outside the remit of the Further Education Funding Councils (FEFCs) - unhappily known as 'non-Schedule 2 work' - is just as clear a duty as that falling on Further Education Funding Councils (FEFCs) for academic and vocational provision. Both have a duty to 'secure adequate facilities for further education'. For every LEA, as for the Funding Councils, the key issues are defining adequacy and, especially since the publication of *Learning is for Everyone* (LIFE), local collaborative planning.

NIACE Cymru is pleased to support the work of adult educators in these tasks through the publication of *Gearing Up for Lifelong Learning*. We are grateful to the Welsh Office for financing work leading to the production of this manual, and I am as ever grateful to Anne Poole and Rhoslyn Griffiths for their indefatigable efforts on behalf of adult learners in Wales.

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Anne Poole
NIACE Cymru
June 1998

BACKGROUND

Education for adults in Wales could be described currently as both a mature expression of more than a century of development and achievement and as poised at the threshold of a new and exciting era.

The importance of Lifelong Learning is now acknowledged at the global level through United Nations Educational, Scientific & Cultural Organisation (UNESCO) and at European Union level where it is seen as key to the twin goals of economic competitiveness and social cohesion. The UK Government has also clearly signalled the importance it places on Lifelong Learning in its 1998 Green Paper, *The Learning Age*.

At national level, the Green Paper, ***Learning is for Everyone*** (LIFE) clearly sets out an enhanced role for Local Government in the vision of a lifelong learning society in Wales.

This manual, therefore, seeks to build on the efforts and achievements of those concerned with adult learning in Wales and to provide a tool for tackling the current and new tasks which they face.

Appendix 1 contains a description of the NIACE Cymru Project which resulted in the production of this manual.

Appendix 2 contains extracts from the Green Paper relevant to this project.

THE MANUAL

This manual is intended primarily to support policy makers and managers in local education authorities in carrying out their duties under the Further and Higher Education Act 1992 in the new context of collaborative planning as set out in the Green Paper, ***Learning Is For Everyone*** (LIFE), 1998.

Many of the policies and practices which local education authorities need to develop will, if they are to be successful, rest on effective multi-agency approaches and partnerships. Other partners in these endeavours such as FE and HE institutions, voluntary organisations, Training and Enterprise Councils (TECs), Careers Companies, employers and trades unions, may also find this guide of value.

The manual provides:

- a summary of the legislative background to the adequate provision of further education in Wales;
- a framework for local authorities and their partners for defining adequacy at local level;
- strategies for determining strategic priorities;
- strategies for partnership in planning;
- appendices drawn from a range of good practice information supplied to the project.

EDUCATION ACTS

The legal basis for adult education and much of lifelong learning is embedded in the term 'further education'. The main Act of Parliament governing the provision of further education is the **Further and Higher Education Act 1992.** The Education Act 1996 sets out LEAs' functions in respect of the provision of further education.

Schedule 2

The second Schedule to the Act sets out courses of further education which are eligible for funding by the Further Education Funding Councils (FEFCs) for England and Wales. Schedule 2 courses are mainly those leading to a nationally recognised qualification but also include basic education, Welsh and provision for those with learning difficulties and disabilities. The Funding Councils have a statutory duty to secure adequate provision for those elements of education contained within Schedule 2 to the Act.

The Teaching and Higher Education Act 1998 (June) clarifies the ***powers*** of the Funding Councils to fund non-Schedule 2 provision.

LEA Duties and Powers: Non-Schedule 2

Those forms of further education not listed in the Schedule have become known as 'Non-Schedule 2' provision. The **Education Act 1996** places a ***duty*** on local education authorities to secure provision of adequate facilities for further education which fall outside Schedule 2. These duties are recognised through the funding settlement for local government and are reflected in the Standard Spending Assessment.

In carrying out the duty to secure adequate facilities for non-Schedule 2 provision, LEAs must take into account provision made by other bodies such as further and higher education institutions and voluntary organisations.

LEAs have a ***duty*** to keep under review the quality of the education provided, the educational standards achieved and whether financial resources made available are managed efficiently. They are given a ***power*** to cause an inspection to be made by authorised persons.

OHMCI must inspect and report on institutions maintained or assisted by LEAs and has the ***duty*** to keep the Secretary of State informed about the quality of education in such institutions.

Under the 1996 Act, local authorities also have a ***power*** to provide Schedule 2 further education.

Adequacy

The legislation does not provide a definition of 'adequate facilities' and debates in Parliament during the passage of the Act together with High Court judgements, have left us little wiser in terms of establishing a threshold for what might be an adequate level of provision for further education in a local authority area. Perhaps the most helpful words were those of Lord Belstead (3.2.92 Hansard (Lords) column 12):

> ***"There is still a firm duty in Sections 3 and 11 to secure an adequate service, and adequate means fit for purpose".***

This gives local authorities the freedom to have a vision of what values and purposes further education might have for both individuals and communities.

DEFINING ADEQUACY - The Desired Future State

Moving towards a definition of adequacy is a central element in determining the vision and strategic priorities needed to steer local authority policy in this area. In other words we must first identify the desired future state. Once a clear view of the desired future state is obtained we can benchmark where we are now, the current state, and then develop the policies and strategies to move from where we are now to where we want to be. Decisions about the time frame need to be made at this point. Probably three to five years is the optimum planning period to provide a balance between a sufficient time for strategic planning to be implemented whilst avoiding too much crystal ball gazing.

To define the desired future state we need to determine a number of factors:

- the purpose/value of learning for adults;
- the defining principles underpinning provision of adult learning.

The Purpose/Value of Adult Learning

Many authorities will already have well developed and up-to-date policy statements for the education of adults. Others may wish to review the current policy position in the context of ***Learning is for Everyone*** (LIFE).

Because learning has value at so many levels in life, it has become both a personal and a global issue. Set out below are two similar taxonomies which might provide a starting point for reviewing the purpose/value of learning.

LEARNING HAS VALUE:

Intrinsically	as both joy and as work;
Personally	by helping us realise our individuality and talents, and in enabling us to live healthy lives and cope with changing contemporary demands;
Socially	by helping us to cope with living together and contributing to communities and society at large;
Economically	in helping both individuals and organisations to keep pace with change required for continued competitiveness;
Environmentally	by enabling us to relate to our world in a healthy and sustainable way.

OBJECTIVES FOR ADULT LEARNING:	
Employability	skills, knowledge and attitudes required to enter, maintain and enhance individuals' position in the market place;
Coping	skills, knowledge and attitudes required to cope with current and changing personal circumstances;
Context	skills, knowledge and attitudes required to function effectively within a democracy;
Personal Development	skills, knowledge and attitudes required to optimise personal talent and explore personal potential;
Opportunity Creation	skills, knowledge and attitudes to identify and achieve changes in desired lifestyle.

Adapted from *Adult Unemployment and the Curriculum* AG Watts and EG Knasel, FEU 1985

Defining Principles for Adult Learning

In defining the desired future state for adult learning, authorities and their partners will need to agree the basic principles upon which a view of adequacy should be built. Set out below are a number of issues which might be a useful starting point for such discussions.

Parity of Esteem

- Is all learning to be equally valued in terms of support from the public purse? Or should certain areas be identified as having priority, for example, basic skills, IT skills, citizenship skills?

- Are some learner groups to be seen as being priority target groups for public funding, for example, the unemployed, the elderly, those with basic skills needs, those with learning difficulties and disabilities, parents, those in isolated rural areas?

Service Standards

- Is there to be a minimum standard of facilities and support for learners irrespective of course choice? For example, is all provision to be delivered in locations which are accessible by disabled people and which provide accommodation designed for adults? Is all provision to be accessible to adults with childcare needs? Is all provision to have access to new technology?

- Are there to be quality standards applied to all publicly funded learning for adults, for example, provision of qualified teaching staff, provision of educational guidance, access to individual tutor support?

Learner Empowerment

- Will the views of learners and prospective learners be sought in planning provision?

- Will learners have a voice in the management of their learning?

Appendix 3 contains information about the Charter adopted by the City of Swansea which sets out its aspirations and defining principles for lifelong learning.

Learner Entitlements

The identification of Learner Entitlements can be a useful way of articulating the underpinning principles upon which adequacy is based. Some authorities have produced these entitlements in the form of a Service Charter. Entitlements can be of two broad types:

- Universal;
- Specific.

Universal entitlements are available to all adults irrespective of status and might include things such as access to initial information and advice or access to a range of 'core' learning opportunities within a specified travelling distance/time from their home or access to a specified volume of basic computer awareness training free of charge.

Specific entitlements are available to specified groups of adults or pertain to specified areas of provision, for example, fee remission for those in receipt of state benefits, fee remission for those attending basic skills classes, other forms of financial assistance for specific learner groups or types of provision, childcare provision for all women-only classes, provision of signers for visually impaired students.

Quality Standards

Local authority adult education provision in Wales is subject to OHMCI assessment under two different assessment frameworks: one for LEA maintained Further Education and one for Further Education Funding Council for Wales (FEFCW)-funded third party FE provision. Appendix 4 contains an integrated summary of these two assessment frameworks which might assist local authorities in considering the quality standards which need to be included in any definition of adequacy.

DEFINING ADEQUACY - The Current State

An essential ingredient in determining adequacy is to build a picture of current participation and provision. We need to know:

- Who is participating in learning
- The curriculum portfolio accessible to adult learners
- How adult learners are faring within the current portfolio
- The outcomes of current adult learning.

This picture can be compiled by producing three profiles:

- A community profile
- A participation profile
- A provision profile

Participation and provision profiles will be more valuable if they include information from all key providers in an area. Production of profiles by any one provider alone will only give a partial view and will be misleading. Co-operation between agencies involved in adult learning in producing these profiles will provide useful experience in working together in preparation for discussions about the desired future state for adult learning in any given area.

The Community Profile

In order to reach a view about the extent and nature of participation we first need to produce a community profile. Once we have compiled a picture of the key characteristics of the local community, we can examine learner enrolments and come to a view about the overall volume of learning in the community and the volume of learning within different constituent groups.

The key source of population statistics is the Census of Population. Local authority planning departments will have access to this data and should be able to provide you with summary data once you have determined what it is you want to know. Census data can be broken down to individual postcode level but this level of aggregation is too low and tends to provide unmanageable data. Wards provide a more useful starting point for analysis and examination of individual postcodes can follow if required. Set out below is a basic framework for a ward based community profile to underpin an assessment of participation.

Age	• you need to determine the age breakdowns which you feel are material in terms of adult learning. A possible banding might be: 18-24 young adults 25-49 prime age adults 50-64 mature adults 65+ elderly adults
Gender	male female
Ethnic group	using the census categories agreed with the CRE
Learning difficulty/ disability	• census data provides information of self-declaration of disability • social services departments will have information about the distribution and nature of disability but it may not be broken down by ward
Employment status	• census data provided most recently in 1991 will be very inaccurate for this factor. The employment service and or the TECs should be able to provide more up-to-date figures for ward breakdowns. Categories which might prove useful include: working seeking work not employed retired
Geographical isolation	• census data will provide information of levels of car ownership

Local authority planning departments will have analysed local population statistics to guide planning across a whole range of local authority services. It will be worth contacting them to find out what additional information they hold. For example, they may be able to advise you of wards where the proportions of families claiming free school meals is above average, or where a disproportionate number of single parent families are housed. It may be the case that the Authority has its own system of identifying areas of family stress at ward level.

Another way of identifying wards with high levels of disadvantage would be to use the postcode analysis used by the FEFCW to weight funding of further education provision.

The Education department will also have information which will assist us in colouring in the picture. For example, the LEA will have information about levels of educational achievement in its schools and thus provide an indicator by ward of areas where adults are likely to have low levels of prior attainment.

The end result of the community profiling exercise is to be able to group wards of similar types in terms of socio-economic make-up. Once wards are grouped it is possible to look at various characteristics within and between ward groupings as shown in the following two illustrations.

Illustration 1: Age Comparisons Between Ward Groupings

Ward Group	Age 18-24 Median%	Age 25-49 Median %	Age 50-64 Median %	Age 65+ Median %
A	12	28	35	25
B	10	32	30	28
C	20	34	25	21
D	12	26	33	29
All Wards	12	30	32	26

The above ward grouping illustration shows that wards falling within the C grouping have significantly higher numbers of young adults under the age of 25 and consequently lower numbers of adults in the 50+ age groups.

Illustration 2: Age Comparisons Within Ward Grouping C

Ward	Age 18-24 %	Age 25-49 %	Age 50-64 %	Age 65+ %
C1	12	32	32	24
C2	11	30	29	30
C3	21	40	25	14
C4	20	38	28	14
C5	13	26	28	33
C6	11	29	30	30
C7	12	31	33	24

By examining the age distribution of all the wards within the C grouping we see that this age distribution phenomenon is accounted for by the population of two wards only and is not a general characteristic of all C wards.

This form of statistical analysis enables us to describe our community and provides a context against which to move on to analyse participation data held by adult learning providers. Appendix 5 provides an illustration from Pontypridd College of how community profiling data can be usefully put together with data about provision at ward level

The Participation Profile

Adult learning provision is made by a host of organisations within the community; local authorities, FE andHE institutions, voluntary organisations, independent training providers, companies, trades unions. Systems for recording information about learning activity will be varied and a complete and consistent statistical analysis will not be possible. A reasonable picture can however be gained as much of the information captured by local authority, Further Education Funding Council for Wales (FEFCW) and Training and Enterprise Councils (TECs) is common and is held in computerised systems. The next step is for partners to agree the best common data set possible for analysing participation data across as wide a range of providers as possible given the limitations of data consistency.

If the participation profile is to be mapped against the community profile it is important that data is analysed in a common format in both profiles. For example, both must be ward-based, both must use the same age bandings, both must use the same definitions of employment status, and so on. Set out below is a suggested framework for a participation profile.

Age	eg: 18-24, 25-49, 50-64, 65+
Gender	male female
Ethnic group	using the census categories agreed with the CRE
Learning difficulty/disability	yes no
Employment status	• it may be that the only data available is to identify those learners in receipt of state benefits which entitle them to fee remission
Geographical isolation	• learners resident in those wards identified as geographically isolated in the community profile
Nature/level of programme studied	• common taxonomy agreed between partners

Once the community and participation profile data are collected we are able to identify a range of useful information. Set out below are a number of basic questions with which to start. Further analysis will be dependent upon the answers obtained to these basic questions.

SOME BASIC QUESTIONS

ACCESS
Participation Rates
(proportion of a defined group within the population taking part in all education/training)

1. all adults in the area being profiled

2. all adults in the area being profiled by gender/age/ethnic group/ employment status/learning difficulty/disability

3. all adults for each ward grouping

4. all adults for each ward grouping by gender/age/ethnic group/employment status/learning difficulty/disability

5. nature and/or level of programmes being accessed by all adults in the area

6. nature and/or level of programmes being accessed by gender/age/ethnic group/employment status/learning difficulty/disability

7. nature and/or level of programmes being accessed by all adults for each ward grouping

8. nature and/or level of programme being accessed by gender/age/ethnic group/employment status/learning difficulty/disability for each ward grouping

RETENTION

9. completion rates (where appropriate) for all adults in the area and for the various sub-groups of adults, for example age, gender, and so on

10. completion rates (where appropriate) for all adults in the various sub-groups of adults for each of the ward groupings

ACHIEVEMENT

11. achievement rates (where appropriate) for all adults in the area and for the various sub-groups of adults, for example, age, gender, and so on

12. achievement rates (where appropriate) for all adults in the various sub-groups of adults for each ward grouping

Measuring achievement in terms of qualifications obtained is a relatively straightforward exercise. For non-certificated learning programmes it poses some difficulties. Appendix 6 provides an extract from the Further Education Development Agency's (FEDA's) work on the outcomes of adult learning which if used systematically in non-certificated adult learning programmes would enable some assessment of non-accredited achievement to be obtained.

The basic questions set out above will enable you to build a clear picture of overall levels of participation across the area and how it varies between sub groups within the community. For example, you may find that access is consistently low amongst males of all ages from all ward groupings but that amongst those who do access education and training completion and achievement rates are higher than for women. Equally you may find that access varies considerably from one ward grouping to another for male and female students in a specified age range.

The answers you obtain to these initial basic questions will provide direction to a further stage of analysis. We need to remember that statistical data such as this requires interpretation and the professional knowledge of partners will be crucial to reaching a meaningful interpretation of participation in the area.

The Provision Profile

The final piece of the jig-saw is the provision profile. Partners need to agree a common structure for describing provision. This is not an easy task, given that many partners will use different systems, for example, Further Education Funding Council (FEFC) programme areas, TOC, Super Class. Equally much community provision may not be subject-based.

However a ward-based assessment of what type of provision is available may be very illuminating in interpreting variances in take-up in different parts of the area and will indicate whether some areas of low take up may be due to absence of very locally available provision rather than any more complex reasons.

If a detailed and sophisticated structure for defining learning programmes is not easy to achieve, a basic breakdown might still prove useful. An example of a basic breakdown is set out below.

Basic Breakdown of Learning Activities

- General Education Programmes - GCSE, A Level, AS Level
- Access to HE Programmes
- Basic Skills Programmes
- Introductory/First Steps Programmes non-subject specific
- Introductory/First Steps Programmes subject-specific
- Vocational Programmes including GNVQ:
  - Level 1
  - Level 2
  - Level 3
  - Level 4
- Basic level non-accredited programmes
- Advanced level non-accredited programmes
- Targeted Programmes for Specific Learner Groups

Learning is of course more than just a list of course programmes. Our profile of provision should also include learning services such as:

- educational guidance;
- accreditation of prior learning/experience;
- on course tutorial support;
- childcare support;
- fee policies.

Equally we know that variety in delivery method is critical to effective participation and our profile should endeavour to include dimensions such as:

- timing of provision - day/evening/weekend/school holidays;
- location of provision - geographical location and nature of venue, for example, college, community centre, workplace, home, library;
- duration of provision - hours/weeks/ short courses;
- learning style - taught course, open/distance learning/IT-based learning

Appendix 7 contains two examples of current practice in this area which could contribute to a provision profile:

- an audit instrument used by NWACC in Gwynedd and Ynys Mon for auditing provision;
- a questionnaire used to contribute to the review of adult education provision in Powys.

Comparing the Current and Desired Future States

Having produced and analysed the three profiles outlined above, you are in a position to produce an initial assessment of adequacy by comparing your assessment of the current state with your description of the desired future state.

This will enable you to benchmark current participation in learning against the position you aspire to attain and assist you in identifying strategic priorities and quality improvements which are most urgently needed in the journey towards adequacy and lifelong learning.

Priorities might arise, for example, in terms of:

- access for particular sub-groups within the community;
- access for particular areas within the locality;
- access to particular areas/levels of provision;
- access to guidance at entry, on course or at exit;
- need for more/different local delivery points in some parts of the community;
- need for more/different delivery in the workplace;
- need for more/different childcare provision;
- need for more/different provision targeted at family education;
- need to improve quality of the offer of selected services/provision;
- need to develop systems for measuring non-accredited learning outcomes.

This process of comparing where we are with where we want to be might prompt a review of the Desired Future State in terms of sharpening up priorities and including targets which represent progress rather than utopia. For example, if the initial desired state was for all adults to have access to a delivery point within 15 minutes' travelling time of their homes and the current position is that only 30% of adults currently have this degree of access, then it might be worth changing the desired state to 60% having this degree of access within the next five years. Participation levels in different parts of the area might then influence the priority areas for introducing additional delivery points.

Whilst we have no single definition of adequacy, there are indicators, used by others, which can assist us in our assessment. Set out below are the indicators used by OHMCI for adult education.

OHMCI Indicators

1. Net local authority expenditure on provision per head of population at 18+

2. Gross local authority expenditure on provision per head of population at 18+

3. Number of individuals enrolling (or enrolled) on provision during the year, per thousand of population at 18+

4. Gross local authority expenditure

5. Actual guided learning hours; actual student learning hours

6. Percentage of student learning hours (individual students) (enrolments)
   - aged 18 and under
   - aged 19-59
   - aged 60+
   - male/female
   - unemployed/in receipt of benefit
   - of ethnic origin
   - with learning difficulties and disabilities

7. Percentage of individual students with remitted or concessionary fees

8. Actual student learning hours; potential student learning hours

9. Percentage of students achieving intended learning outcomes

Framework for the Inspection of Local Education Authority Maintained FE - Annex B1

DEFINING ADEQUACY - Needs Assessment

Statistical profiles provide an important information base for determining adequacy and make a contribution to needs assessment. Needs assessment, however, involves more than profiling exercises and an assessment of need is critical to finally determining adequacy in the local area.

Range of Needs Assessment

Needs are enormously wide-ranging. At the macro level they may include, for example, global sustainability and at the micro level they can be about individual personal development. Set out below, for illustration, is an example of a range of needs which learning might seek to address.

Potential Needs	
1.	global sustainability, for example, to learn to live in harmony
2.	international competitiveness, for example, to produce more effectively
3.	economic development, for example to develop new products or services
4.	employment related needs, for example, to find or keep a job or better job
5.	social and community needs, for example, maintaining an ageing population
6.	education service needs, for example, increased parental involvement in schooling
7.	family and parental needs, for example, caring for elderly relatives
8.	personal needs, for example, to develop own potential

Level of Needs Assessment

National and local government are likely to differ in the priorities they give to differing levels of need reflecting their differing responsibilities. Local authorities may find it useful to discuss with partners and try to reach agreement on which levels of need are the priorities which should guide local determination of adequacy.

Crudely defined, a *learning need* is 'the gap between where someone is and where they want/need to be'. But estimates of where an individual is and where they need to be will vary depending upon who is undertaking the assessment. Differences between self-assessment and the assessments of others are well documented and, on the ground, are usually resolved between the individual and an 'educational expert'.

In seeking to make an assessment of need to guide thinking on adequacy the following model might prove helpful in that it sets out five stages in development against the kind of learning support needed at each stage.

Five Steps to Accomplishment

Increasing understanding and skills used appropriately in real situations

P R O G R E S S

Bliss 1 Unconscious Learning Need	**Anxiety** 2 Conscious Learning Need	**Confidence** 3 Conscious Proficiency	**Complacency** 4 Unconscious Proficiency	**Accomplishment*** 5 Focused Attention
Basic Information	**Essential Learning Skills**	**Good Models**	**Stimulating desire to learn more**	**Raising awareness of need to know more**
Preparatory Guidance	**Encouragement**	**Constructive Feedback**	**Programme to extend achievement**	**Reorientation to new challenges**
Discussion of Programme Expectation	**Role models Easy targets for success**	**Challenging Programme**	**Keeping up to date**	**Programmes extending horizons**
Comfort Creation	**Peer Group Support**			
Tasters etc	**APE/L**			

* **Accomplishment allows you to use your conscious and unconscious skills appropriately and effectively, and to focus on the important aspects**

Such a model recognises:

- experience/learning that may not have been valued or accredited (APE/L);
- that all of us are at all levels at all times in relation to different learning tasks and that we do not necessarily have to be treated as beginners;
- that adults are most vulnerable at level 2 where they may drop out, and may well leave a programme at level 3 when they feel reasonably confident.

Needs identification is, therefore, a process that moves from a managerial level, where crude, indexed categories will suffice for target setting or funding purposes, down to a finer educational resolution for placement or guidance purposes, and finally to a more sensitive, personal level in order to meet the demands of individual learners during their learning programmes.

Contextualising the Needs Assessment

Needs assessment and defining adequacy will be of interest to many community organisations and agencies. The collaboration required to produce the profiles will be further cemented by collaboration in the analysis, contextualisation and interpretation of information.

In addition to the statistical analysis of the community, participation and provision profiles, authorities will need to include in their assessment a consideration of the extent to which adult learning is meeting the competitiveness and social agendas of their area. At this stage it might be useful to examine the key messages from labour market information and from national and local social policy information to assess the extent to which adult learning provision is addressing current and predicted future priorities. Examples might include the predicted demand for IT literacy, levels of parental involvement in children's education. Local authority service departments and community partners will have a wealth of information and understanding which can support an effective assessment of the extent to which current provision is meeting perceived needs at a macro level across the area.

Within communities needs will require more precise definition. Market research, outreach work, multi-agency networking, analysis of student feedback are examples of the work in partner organisations which will need to inform needs assessment at a strategic level.

Collaboration is a critical pre-condition to effective profiling. No one agency will have all the information needed for profiling and needs assessment. This issue will be explored further in the section on Strategies for Partnership in Planning which appears towards the end of this manual.

STRATEGIES FOR DETERMINING STRATEGIC PRIORITIES

We are in a 'Catch 22' situation with regard to determining adequacy. There is no nationally agreed definition or set of benchmarks, yet there may well be an obligation to define both locally, to reflect the character of the locality. Although Adequacy was posited in the 1944 Education Act and then by the 1992 Further and Higher Education Act, the Lifelong Learning Green Paper has taken us further in terms of what is required.

There is now an expectation that not only may local authorities have to define what they understand by adequacy, they will be expected to set benchmarks indicating the levels or standards to which their adequate service operates. Furthermore, they will have to operate within a widening range of partnerships.

Key Roles for the Local Authority

In this section we attempt to simplify the task and role for local authorities. Set out below is a suggested list of key roles for the local authority.

1. To provide for the locality a clear and agreed definition of adequacy for Further Education provision to support their own and partner planning.
2. To ensure that the level and nature of participation in learning is accurately and regularly monitored by all stakeholders in collaboration.
3. To seek to ensure that all local stakeholders in learning are involved in the planning and delivery of adequate learning provision in the area.
4. To produce a clear statement of the contribution to adequacy made by LEA-maintained services and provide clear plans for delivery.
5. To secure from other FE stakeholders clear statements of their respective contributions to adequate provision.
6. To promote collaboration and co-operation between all stakeholders.

The previous sections of this manual provide suggestions on ways in which local authorities might approach roles 1 and 2 above. The remainder of this section focuses on ways in which local authorities might approach role 4. The final section of the manual will consider strategies and approaches for roles 3, 5, and 6.

Contribution to Adequacy of LEA-Maintained Provision

Curriculum Statement

Assuming adequacy has been defined for the local area, the authority needs to form a view of the contribution its own maintained provision should make. Clearly its statutory duties in relation to provision which falls outside schedule 2 will influence its decisions in this area. Additionally it will need to consider the opportunities available to it to secure provision as a third party through Further Education Funding Council for Wales (FEFCW) and provision it is able to make based on funding pulled down from other sources, for example, European Social Fund (ESF).

A possible starting point for a local authority would be to look at a number of current key concerns:

- excluded groups;
- widening participation;
- lifelong learning.

The profiling work suggested in this manual will ensure that authorities have a clear picture of the groups and communities which are currently excluded in their own area. Set out below is a broad-based list of groups commonly found to be excluded from learning.

Commonly Excluded Groups

- unemployed people
- single women with children
- young white males in low income groups
- some minority ethnic groups including refugees
- those over 50 with no habit of participation
- those without essential skills such as literacy and numeracy
- those with learning difficulties and disabilities
- those with a background of mental illness
- young people with emotional and behavioural difficulties
- offenders and ex-offenders
- part-time, temporary and casual workers
- unskilled manual workers
- those with caring responsibilities

Under the present legislative and funding arrangements it could be argued that the most useful contributions LEAs can make via their own provision, taking account of the provision made by other stakeholders, are:

- promoting and developing the learning habit amongst those who do not currently participate and reinforcing the learning habit amongst those who have made the first step;

- provision of a wide range of first step learning opportunities which provide progression routes to other LEA provision and to provision made by other stakeholders;

- provision of a wide range of learning opportunities which promote personal and community development outside Schedule 2;

- provision of Schedule 2 programmes to target groups which do not access these opportunities as traditionally provided by FE sector institutions.

Authorities' definitions of adequacy, as set out in an earlier section of the manual, could be expected to include statements about the quality standards required for adequate provision.

The production of a curriculum statement for LEA-maintained provision could usefully be developed encompassing these three elements:

1. priority target groups/geographical areas for public funding;

2. priority learning objectives to be supported by public funds;

3. quality characteristics of publicly funded provision.

Strategic Targets

Having defined adequacy and the contribution of LEA maintained provision, authorities might find it useful to establish targets for the work for which they are responsible. Examples of areas where targets might usefully be set include:

- overall levels of participation in local authority maintained provision;

- targets for participation by specific groups;

- targets for the volume of the specific types of provision identified as having priority in the curriculum statement, for example, first steps provision;

- targets for aspects of learning services seen as crucial to the successful achievement of the targets above, for example, educational guidance, outreach work, child care provision, disabled access to delivery sites;

- targets for the number and distribution of delivery points across the area;

- targets for delivery in the workplace or other host venues.

Targets might be expressed as total figures, for example, to increase participation by adults with sensory impairment by a given date to 20% of the total population with sensory impairment or, alternatively, they could be expressed in terms of percentage improvement, for example, to increase participation by adults with sensory impairments by 10% by a given date.

Core Curriculum for Adequacy

A further refinement to the LEA contribution to adequate further education could be the identification of a core curriculum for its work. Provision of a core curriculum suggests that this is the basic offer accessible at all main centres.

In determining a core curriculum, authorities will need to take account of provision made by other organisations and of the range of provision it makes from its own funds and from those it secures from other funding sources. Set out below is an illustration of a possible core non-Schedule 2 curriculum for adequacy.

Non-Schedule 2 Core Curriculum

- Personal Development programmes, for example, assertiveness, stress/time management, confidence building
- Creative Leisure programmes, for example, music, arts, drama, crafts
- Practical programmes, for example, car maintenance, simple book-keeping,
- Second or Foreign Language Provision (for family/community purposes; for travel or holidays)
- General Interest programmes, for example, film/literary/music appreciation, local history, reminiscence groups
- Taster programmes to support learners in making informed choices about the next step
- Return to Learn/Access programmes other than Schedule 2 categories d or c
- Role Education programmes, for example, parenting, caring, citizenship, retirement, school governor education

Depending upon local circumstances authorities might wish to include in any core curriculum programme areas such as Welsh, basic skills, basic IT skills which would in most instances be delivered by LEAs as third party providers.

Resourcing Strategy

Current and predicted levels of funding will need to be borne in mind when determining LEA strategy for its own provision. Authorities will need to consider the balance of funding which needs to be struck between the individual's contribution and the contribution from the public purse. Four key factors need to be taken into account:

1. the levels of funding allocated (and to be allocated) to Further Education by the LEA over the planning period;

2. the levels of funding to be received from FEFCW and other sources (through negotiation between the colleges and local authority as third party provider);

3. current and potential levels of fee income from learners;

4. extent and nature of fee remission.

Most local authorities now recognise the need to optimise fee income by charging a realistic fee to those groups within the community who enjoy a good standard of living and they combine this with a fee remission policy which ensures that fees do not provide a barrier to access. In some areas authorities also extend fee remission to certain categories of course to encourage participation. Common examples would be basic education and courses for adults with learning difficulties and disabilities. Clearly in instances where course income can provide a surplus after tuition and accommodation costs are met, opportunities to subsidise further provision for learners who can not afford to pay fees become available and add to the volume of learning opportunities which can be offered to disadvantaged learner groups.

In this way, local authorities can grow the service to all groups within the community whilst ensuring that the public subsidy is used to optimise participation by disadvantaged groups.

Once current and predicted levels of income are identified it will be necessary to review the resource allocation model to ensure that it is appropriate to support the strategic priorities and targets set for the service. If the funding model does not actively promote and support service priorities much of the work on defining adequacy, identifying priorities and setting targets will have been wasted.

STRATEGIES FOR PARTNERSHIP IN PLANNING

There are three main reasons why multi-agency collaboration must underpin local authority activity in relation to defining adequacy and planning provision:

1. The learning needs of local communities are so diverse that no single agency or authority could hope to meet them all;

2. The choice and diversity which are distinguishing features of our education system result in a host of organisations and agencies contributing to the rich system of learning in this country;

3. Consensus that recent experiments with competition in the education market place have failed to significantly widen participation and promote lifelong learning.

The LIFE Green Paper recognises the need to improve coherence and promises a National Learning Strategy for Wales.

It is commonly recognised that planning involves a blend of "top-down" and "bottom-up" processes. In further developing multi-agency partnerships around the adequacy and lifelong learning agendas authorities will be undertaking preparatory work which will leave them well placed to contribute and respond to regional and national strategic planning.

Levels of Strategic Partnership

Strategic Partnerships at the All-Wales Level

The National Learning Strategy for Wales will need to bring together the key stakeholders in education in Wales alongside organisations concerned with economic and social regeneration and the media. We can anticipate that it will provide:

- a clear strategic direction for lifelong learning;
- a clear policy framework;
- a coherent infrastructure for monitoring, resourcing and quality assurance;
- a clear description of the roles and responsibilities of the key stakeholders.

The framework which the National Strategy will provide, however, needs to be tailored to meet local needs if the aspirations for lifelong learning in Wales are to be realised. This suggests that partnership approaches will need to be effected at both authority and inter-authority levels. The trick in all of this is to spot the issues where collaboration will add value to the work of partners in promoting lifelong learning and to avoid bureaucracy, duplication and confusion.

Inter-Authority Strategic Partnerships

It is likely that there will be instances where value can be added by local authorities coming together in strategic partnership. Set out below is an initial list of areas where collaboration across authority boundaries might prove useful.

Possible Areas for Inter-Authority Partnership

- exchange of labour market and other information for planning purposes;
- working with Regional Economic Forums to link skills needs and development to economic regeneration and development;
- research and development, for example, in developing Information Learning Technology applications;
- management of boundary issues, for example, tracking students;
- curriculum and staff development and the dissemination of good practice;
- harnessing the power of the local media to stimulate a demand for learning;
- developing links with Europe.

Authority-Level Strategic Partnerships

For much of Further Education adequacy needs to be defined at local level. Effective needs analysis must include a substantial local input if national trends and priorities are to be translated to reflect differences in local texture across Wales. The establishment of unitary authorities in Wales has also given weight to the importance of planning at this level.

The development of effective strategic partnerships for Lifelong Learning at local authority level will be the bedrock upon which the National Strategy can be built and implemented. This was recognised in the LIFE Green Paper, and is a central feature of the Learning Development Plan outlined (Appendix 2).

In most areas there will already be an array of partnerships in place: some will be well-established arrangements to meet clearly identified need, others will be marriages of convenience possibly put together to access external funding.

Often these partnerships have developed on an *ad hoc* basis and the local scene is a confused one where the activities of different partnerships overlap or are duplicatory and communication between partnerships is erratic or non-existent. If the wide-ranging and complex agenda for lifelong learning is to be effectively addressed it will be necessary to review the current pattern of partnership activity in the area and possibly to rationalise it.

What is needed is an overarching authority-wide strategic partnership for lifelong learning. Such a partnership should not seek to control other partnership activity in the area but would seek to ensure that it is coherent and able to operate within a clear framework agreed by all key stakeholders in the area. It would recognise the independence of partner organisations and also their inter-dependence by developing strategies to support them in their own work and strategies where they can come together to tackle issues of common concern. Set out below is a suggested initial agenda for authority level strategic partnerships.

Suggested Initial Agenda for Authority-Level Strategic Partnerships

- systematic collection and analysis of data and information;
- joint commissioning of research;
- consultative forum to support definition of adequacy;
- identification of priority areas for achieving adequacy;
- production of the Learning Development Plan;
- sharing of partner plans for development and delivery;
- collaborative approaches to selected aspects of delivery, for example, guidance where value would be added by a joint approach;
- joint approaches to staff development in selected areas;
- joint consideration of potential responses to challenge funds;
- partnership mapping leading to the development of effective communication arrangements with other partnerships in the area and with inter-authority partnerships.

Appendix 8 illustrates how a strategic forum in Rhondda Cynon Taff has been established to address these tasks.

Making Partnership Effective

Partnership approaches have the potential to improve both efficiency and effectiveness. All to often, however, they result in duplication and confusion and wasted effort. Set out below are some of the main elements which need to be addressed if partnership working is to succeed.

Ensuring Partnership is ROBUST

R	**R**esources, **R**oles, **R**esponsibilities are clearly defined at the outset and regularly reviewed
O	**O**wnership exists at all levels and **O**bjectives take account of individual partner organisations own agendas
B	**B**enefits of partnership are made clear to all partners to encourage commitment
U	**U**nderpinning support is established in terms of shared vision and values, communication and administrative support
S	**S**trategic links are assured at the most senior level in all partner organisations and amongst operational staff at all levels
T	**T**rust is built up through honesty, transparency and collaborative activity

Set out below is a more detailed checklist of the issues which need to be considered by all partners in moving into serious and sustainable strategic partnership arrangements.

PARTNERSHIP CHECKLIST

Shared Commitment

- Do the aims/values of the partnership relate to individual partner aims/values?
- Do partnership aims/values contribute to partners' own organisational goals?
- Have review arrangements of joint aims/values been agreed?
- Is action planned to ensure ownership of aims/values throughout partner organisations?

Costs and Benefits

- Have the benefits to all partner organisations been identified?
- Have the benefits to partners collectively been identified?
- Have the timing of benefits been identified - short/mid or longer term?
- Have the measurable costs of partnership (time and money) been identified?
- Have the costs in terms of loss of autonomy, damage to relationships with organisations outside the partnership been acknowledged?
- Have the costs of failing to collaborate been acknowledged?

Management Issues

- Has a lead organisation/individual been identified?
- Have all partners provided a named individual to lead for them?
- Have responsibilities and arrangements including those for accountability been set out clearly/
- Have administrative support arrangements been identified?
- Have clear terms of reference been set out?

Quality Aspects

- Have appropriate quality assurance mechanisms for process and outcomes of partnership activity been established?
- Have monitoring and review arrangements for the partnership been established?

Local Functional Partnerships

Effective strategic partnerships as described above will not usually embrace all of the many organisations and centres which can contribute to lifelong learning. Usually they will involve the larger strategic stakeholders, for example, LEAs, Training and Enterprise Councils (TECs), Careers Companies and others with a responsibility for the whole, or a large part of, the geographical area covered by the partnership.

If the strategic-level partnership is to be effective, it is likely that it will rest on a number of functional or operational partnerships at grass roots level. These partnerships will vary in nature ranging from formal arrangements on joint initiatives or contract arrangements for delivery to very informal arrangements for information exchange and support.

These functional partnerships and networking arrangements are valuable and provide accessible routes for those charged with outreach, learning delivery and learning support to work effectively together and to support each other. They also provide mechanisms for those who work in organisations concerned with learning to work effectively with those in other organisations where resources and expertise can be harnessed to address the lifelong learning agenda.

Appendix 9 provides examples of local functional partnerships.

Critical Importance of Involving the Voluntary Sector

The contribution to lifelong learning of the voluntary sector and community groups is widely recognised. All too often partnership activity forgets to include this sector or fails to fully exploit its potential.

At a strategic level, partnerships should seek to engage those organisations which can effectively represent voluntary and community organisations, for example, Councils for Voluntary Service, Trades Union Congress (TUC), Community Service Volunteers. At a functional level partnerships and networks should seek to identify those organisations operating on the ground in local communities which are in touch with local residents or which have particular areas of expertise, for example, Health Education Council, MIND, Royal National Institute for the Blind (RNIB), Royal National Institute for the Deaf (RNID), Pre-School Learning Alliance, and so on.

Critical Importance of Involving Employers

The lifelong learning agenda recognises the important contribution to be made via learning in the workplace. Employee Development Schemes where employees pursue non-job-related learning, basic skills and vocational training are all part of the vision which the Government has for the University For Industry.

Strategic and functional partnerships to promote lifelong learning will be impoverished if they exclude employers from their deliberations.

THE CHALLENGE FOR LOCAL AUTHORITIES

This manual demonstrates that the role of local authorities in Further Education is an extensive and demanding one which requires them to forge partnerships at a range of levels in what can be a very complex local scene. The duty to secure 'Adequacy' requires them to build consensus locally about the future learning needs of the local communities served by themselves and their partner organisations and then to obtain agreement to a workable plan for moving forward on that agenda.

Many of the building blocks for their enhanced role are in place and local authorities are well placed to move this work forward. Some inter-agency contacts and partnership working arrangements are well established, these need now to be extended and further developed to address the lifelong learning agenda. Much of the information needed to assess the current state of lifelong learning is currently available, the challenge now is to piece the information together in a systematic way and fill in the gaps where they exist.

By facilitating further multi-agency approaches and the production of consistent and reliable information, and local authorities will be able to be in the vanguard of extending learning to everyone in the 21st century. The contribution of LEAs' own maintained provision has the potential to be very significant in providing the essential first steps into learning which we know to be so crucial in widening participation amongst those groups currently excluded.

APPENDIX 1

A NIACE CYMRU PROJECT 1997/98 FUNDED BY THE WELSH OFFICE

1 **Project Aims**

To produce "*practical guidelines for local authorities for securing an adequate service, consistent with the legislative framework in the 1992 F&HE Act, informed by and compatible with the quality standards within the OHMCI framework*"

1.2 **Methodology**

In managing the Project, NIACE Cymru will:

i) Consult with the Welsh Office, with OHMCI, the Welsh Local Government Association and the Association of Directors of Education to confirm the approach and to secure support for the Project's aims.

ii) Arrange three focussed workshops across Wales, with invitations to key staff in local authorities, colleges, TECs and the voluntary sector to discuss the process for the local identification of adequacy.

iii) Through the seminars explore the issues to be addressed in respect of Local Authorities' statutory duties for non-Schedule 2 provision, including:

- how to identify needs
- auditing provision
- consideration of key principles, for example, entitlement and equity
- implications for planning and resourcing
- the need for co-ordination and partnership with local colleges, TECs and voluntary organisations
- the value of a co-operative inter-departmental approach across the Authority in developing coherence and a corporate "single service" approach
- the need for an enhanced relationship with schools as a learning resource in the community

iv) Create, as appropriate, opportunities for other relevant consultations and for sharing experience and best practice.

v) Involve OHMCI centrally in the process.

vi) Undertake a demonstration project to pilot the process

1.3 **Staffing**

The Project would be directed by the Associate Director/Director for Wales, supported by the Officer for Wales, with additional input from the Research and Development Team in NIACE, including the officer responsible for work with the local authority sector.

1.4 **Monitoring and Evaluation**

i) A Steering Group will oversee the development, representing the Welsh Office, NIACE Cymru, OHMCI, Welsh Local Government Association and Association of Directors. A minimum of two meetings will be convened and serviced in 1997/98. The work will form one major dimension of the "Working With Our Partners" project.

ii) Reports will be prepared for the termly meetings of NIACE Cymru.

iii) Reports to the Welsh Office will be produced as advised.

1.5 **Outcomes**

i) A practical contribution to advise local authorities on the process of identification of adequate provision for adult learners.

ii) A field tested document available as a planning tool for local authorities preparing to be assessed against the criteria set by OHMCI.

iii) A transferable model able to be adapted to local ethos and context and to a variety of arrangements for service delivery.

iv) An approach to "adequacy" in which the learner is central to an authority's approach to securing equality, accessibility, volume and quality in its continuing education services for adults.

APPENDIX 2

LEARNING IS FOR EVERYONE: THE GOVERNMENT'S GREEN PAPER FOR LIFELONG LEARNING, CM3924, APRIL 1998

The Green Paper proposes a National Learning Strategy for Wales which will create a country in which learning is encouraged, valued and accepted as part of everyday life. This strategy will affect people's lives in their communities, homes and workplaces. It will recognise the importance of community based learning and the role of local authorities and others in providing informal, incidental, family, community, basic skills and intergenerational learning.

The sections of the paper which are particularly relevant to the adequacy project are as follows:

Community-Based Learning

- LEAs' community education programmes provide good opportunities for adults to learn and return to learning. In the best authorities there is an excellent range of provision. We want all LEAs to be innovative in their use of resources and to work with others to create more opportunities for a wider public.

- We propose that LEAs, further education institutions and others be required to prepare coherent and complementary plans for their respective areas of responsibility. This will involve setting priorities and programmes for action conjointly so as to achieve better returns on investment, and continuously improving outcomes

- We will look to each LEA to produce a ***Learning Development Plan (LDP)*** covering the full range of adult and community learning, either alongside or preferably within their ***Education Strategic Plan (ESP)***. In every area we want to see Learning Development Plans that tap the potential of the local community, and which engage all current and potential learning providers. Again, these plans must not be regarded as ends in themselves, superior to or superseding those of others. They should rather provide the tools through which LEAs can earn the support and enthusiasm of their partners

- The ***Learning Development Plan*** should concentrate on a select and manageable range of priorities. As a minimum it could then:

    - identify the range of information, advice and guidance available
    - explain how local needs have been established and assessed
    - identify local targets for participation, including targets for under-represented groups
    - set out the range of courses and qualifications available

- describe the strategy for supporting family learning
- relate to other plans for local authority services (for example, social services, public libraries and economic regeneration) relevant to lifelong learning
- take account of local and regional partnerships with other providers
- describe how quality will be assessed and staff developed
- specify monitoring arrangements
- indicate planned expenditure on adult education
- demonstrate that resources are invested on Best Value principles
- reflect objectives determined in the regional economic fora for Wales

- ***Learning Development Plans*** should make clear the contribution of partner organisations to local lifelong learning strategies. This should include co-operation and collaboration to use the potential of village halls, community centres, libraries, museums, schools and college premises outside normal hours and term time

- As the ***National Grid for Learning*** and the ***University for Industry*** spread progressively, LEAs' Learning Development Plans and the plans of other partners will be expected to demonstrate their local application and relevance

- Learning in communities goes beyond the role of formal institutions. Voluntary and community organisations can provide rich opportunities for people to learn in their communities. Learning through community action is a vital part of building the capacity for self-help in local communities as well as benefiting the individuals involved

- We will work with local bodies, NIACE Cymru and others so that a range of effective community learning activities can be reflected in Learning Development Plans, whether they are featured within or outside the Educating Strategic Plans (ESPs), and best practice exchanged across Wales as a whole. In due course ESPs will form an important part of the broader community plans that local authorities will be required to develop under the Government's proposals for modernising local government in Wales.

APPENDIX 3

SWANSEA: A CITY AND COUNTY OF LEARNING

Swansea has committed itself to becoming a City and County of Learning.

Inaugurating this new venture Peter Hain MP, Minister for Lifelong Learning in Wales, said:

> *"the concept of Swansea as a City and County of Learning is an ambitious venture which has at its heart the principle of achieving excellence through partnership: partnership that is now depending into a very powerful mechanism for change with the long-term aim of enabling everyone to access appropriate and quality learning opportunities".*

The following is the Charter which Swansea has adopted:

We recognise the crucial role that lifelong learning has in

- helping people to develop skills, competencies, ideas and creativity
- improving the quality of life
- contributing to economic growth and prosperity
- supporting cultural, social and environmental development.

We recognise the importance of working in partnership with the wider community to develop ways of enhancing learning opportunities for everyone.

We will work towards achieving the aims of a City and County of Learning which are:

Learning for All

- valuing learning wherever it occurs
- celebrating and highlighting success
- supporting and motivating individuals to continue to learn throughout their lives.

Developing Good Citizens

- assisting each individual to develop socially, to have a foundation of key skills for learning, employment and training, and to become responsible citizens
- supporting local communities to develop their full potential.

Raising Standards

- constantly seeking to raise standards and set ambitious but realistic targets for improving learning opportunities
- monitoring effectiveness and reviewing as necessary.

Providing Information and Resources

- providing effective information, advice and guidance for learning
- using, sharing and directing expertise and resources to provide learning opportunities.

Ensuring Development

- developing effective and innovative local initiatives to provide learning opportunities
- developing the use of new technology
- developing an Investors in Learning award.

APPENDIX 4

INTEGRATED SUMMARY OF OHMCI AND FEFCW QUALITY ASSESSMENT FRAMEWORKS

NIACE Adequacy Document - Quality Assessment Summary

As LEA adult education is subject to OHMCI assessment under two different assessment frameworks - that for LEA-maintained Further Education and FEFCW funded third party FE provision - it was considered useful to LEAs to provide an integrated summary of the two sets of quality standards. It is intended that this might assist LEA staff in the development of quality assessment systems which fulfil the needs of both quality frameworks.

It is hoped that this will highlight for staff any gaps in the current quality assessment systems or documentation. It may prove useful in introducing teaching and support staff to the process of self assessment and assist in the aim of achieving a shared understanding and responsibility for quality within all adult education.

It must be recognised that this is an abbreviated summary and reference should be made to both original documents to fully meet the required standards of each individual assessment framework. To assist in this each section is headed by the appropriate reference to both quality framework documents:

LEA FE refers to contents of OHMCI - Framework for Inspection of Local Education Authority Maintained Further Education (September 1996)

and

FEFCW FE refers to FEFCW OHMCI Quality Assessment Handbook (November 1997)

Within both documents, there are many common threads clearly identified in the tables below but in preparing for OHMCI Assessment reference should be made to the necessary documentation detailed in the annexes to the LEA document.

Annex A - Statutory Basis for the Provision of Further Education by LEAs
Annex B1 - Service Indicators - Adult Education
Annex C - Documents required prior to inspection

Quality Elements and Statements	Possible Evidence Sources	Good Features Identified	Shortcomings Identified
Teaching and Learning (FEFCW FE): *Quality of Teaching and Learning (LEA FE):* 1. Planned and paced teaching 2. Purpose, goals and objectives clear 3. The range of students' needs met and prior learning recognised 4. Content and level of work appropriate 5. A range of teaching strategies used 6. Relationships between staff and students are respectful 7. Students gain appropriate knowledge, skills and autonomy 8. Motivation, commitment, effort and participation are high 9. Learning appropriately enhanced by IT, tutorial and work experience and support 10. Students receive constructive feedback	• self-assessment • classroom observation • discussion with teachers • discussion with students • course files • assessment records • student files / work • quality reports • participation rates		
Standards of Achievement, Attainment and Student Motivation (FEFCW FE); ***Standards of Achievement (LEA FE):*** 1. Students attain their goals - gaining knowledge, understanding, practical skills, outcomes and accreditation 2. Students develop appropriate key skills 3. Students progress academically, vocationally 4. Indicators and targets relating to students are monitored 5. Students enjoy and participate in their learning 6. Students develop confidence, are active partners in the learning, increased confidence and ability to make choices	• self assessment evidence • classroom observation • discussion with teachers, managers, students, employers • statistical records - results, attainment, participation, retention, registers, completion, • external reports • student files / work		

Quality Elements and Statements	Possible Evidence Sources	Good Features Identified	Shortcomings Identified
The Management of Quality (FEFCW FE and LEA FE): 1. Suitable arrangements for assessing and monitoring quality standards are in place to meet standards such as those of OHMCI, Basic Skills Agency, etc. 2. Provision is under continuous quality review involving all parties - staff, students, employers etc. 3. Appropriate records maintained as a basis for review 4. Quality standards set and shared by staff committed to excellence 5. Course responsibilities efficiently allocated and monitored 6. Course files well organised 7. Planning takes account of resources, opportunities and constraints 8. Records of students' performance and progress accurate and fed into quality assessment.	• classroom observation • discussion with teachers, participants and managers • self-assessment reports • course files • action plans • quality reports / audit • planning records • policy documents • management reports • user satisfaction		
Planning - Nature and Scope and Design of the Curriculum (FEFCW FE): ***Nature and Scope of Provision (LEA FE);*** 1. Strategic planning links to identified need and targets of the community, industry and the government 2. Targets are regularly set 3. Range of courses, timing and location meet the needs of the widest number of people 4. Curriculum development reflects forward planning and is flexible and responsive to new and unexpected need 5. Provision is made for the development of basic and key skills	• observation • self-assessment • strategic / service plans • market research evidence • labour market intelligence • discussion with staff, students, employers, etc. • statistical data • curriculum strategies • curriculum plans, maps, progression routes		

Quality Elements and Statements	Possible Evidence Sources	Good Features Identified	Shortcomings Identified
Appropriateness, Management and Use of Resources (FEFCW FE): ***Efficiency of the Service (LEA FE);*** FINANCIAL MANAGEMENT: 1. Effective budget control 2. Targets and budgets reviewed and adjusted 3. Medium-term budget plan relates to service plan using resources to achieve goals and prioritise spending 3. Responsibilities for financial control understood and implemented appropriately. STAFF: 1. Staff appropriately qualified, experienced and deployed 2. Staff development programmed planned to meet needs 3. Part-time, visiting tutors, and volunteers used effectively 4. Support staff meet the needs of staff and students 5. Roles and responsibilities effectively deployed, understood and communicated 6. Staff evaluate their performance and are provided with opportunities for professional development 7. Effective team work in place.	• income generation • service plan • service budget profile • service budget planning / devolution and management policies • minutes • observation & discussion • service indicator - unit cost of provision • grant aid arrangements / allocations • classroom observation • staff CVs • staff development records • discussions with staff and students • deployment of staff • staffing levels / support / management • placements • staff handbook/induction • job descriptions • ratios/group size • service indicators		

ACCOMMODATION: 1. Accommodation facilitates the achievement of the aims and objectives of the curriculum and the service 2. Accommodation is used effectively to meet the needs of staff, students and the delivery of the curriculum 3. There is systematic monitoring of space usage 4. Accommodation provides a positive and enriching learning environment for students 5. Accommodation provides an orderly, clean, well-maintained and safe environment for students (including disabled) and teachers	• observation - accommodation, condition, accessibility • map of overall provision • analysis of building use • estates strategy / building • room utilisation surveys		
RESOURCES / EQUIPMENT: 1. Planning of resource needs takes into account the development of the curriculum 2. Range, quality, appropriateness and accessibility of equipment adequately meet the needs of the programme 3. Resources are effectively and efficiently managed and maintained to meet the needs of students and teachers 4. The use of resources is regularly monitored and evaluated 5. Appropriate access to learning resources is available	• observation • health and safety policies and records • resource / equipment strategy • maintenance schedules • replacement strategy		

Quality Elements and Statements	Possible Evidence Sources	Good Features Identified	Shortcomings Identified
Support for Learning (FEFCW FE): ***Participation Profile (LEA FE):*** 1. Equal opportunities policy in place implemented and monitored 2. Participation reflect the local community profile and widening participation 3. Provision appropriately targeted to meet specialist needs 4. Participation numbers sufficient 5. Effective arrangements to inform potential participants 6. Effective guidance, induction, career/job advice, counselling and support for participants 7. Appropriate ancillary services in place 8. Concessionary fee policy to redress disadvantage 9. Learning support services effective and monitored 10. Appropriate guidance and support for participants with learning difficulties and / or disabilities supporting inclusive learning	• observation sessions • discussions with staff, participants and teachers • equal opportunities policy - reflected in programme • careers / guidance policy • disability statement • student tracking records • demographic data on participants • employment patterns • user surveys • service indicator - participation rates		
Community Links (LEA FE) 1. Good relationships with community groups 2. Informal opportunities for community networking 3. Sense of shared purpose to develop the community 4. Local involvement in decision making and resource management; 5. Local people are involved as trained staff and volunteers	• discussion with staff and participants • observation • analysis of sources and extent of funding • analysis of patterns of participation and volunteering • discussion with community partners		

APPENDIX 5

EXAMPLE OF COMMUNITY MAPPING EXERCISE AT WARD LEVEL

FERNDALE

Population	Economic Inactivity	Age Structure	Current Provision	Location
Total *(4678)*	**Total** *(877)*	**16-17** *(26%)*	CLAIT 1 (E)	Ferndale Comp
Males *(2290)*	**Males** *(366)*	**18-29** *(16.5%)*	CLAIT 11 (E)	Ferndale Comp
Female *(2388)*	**Females** *(511)*	**30-44** *(19.6%)*	Welsh (E)	Ysgol LlynyForwyn
		45-64 (m)59 (f) *(19.6%)*	Family Literacy (D)	Ferndale Infants
		65(m) 60 (f) - 74 *(13.7%)*	Life Skills (D)	North Rd Infants
		65+ *(19.8%)*	*Flower Arr (D)	Penrhys Church
			*ABE (D)	Comm Ed
			*Information Tech (D)	Penrhys Church
			*ABE (D)	3 C's Bleanllechau
			*ABE (D)	Comm Enterprise Hendrefadog Community Centre

Car Ownership

households with no car	42.5%
households with 1 car	45.4%
households with 2+ cars	12.1%

Source: Community Mapping compiled by Judith Evans, Head of Faculty, Pontypridd College

APPENDIX 6

OUTCOMES OF ADULT LEARNING - EXTRACT FROM A SENSE OF ACHIEVEMENT FEDA (1998)

Course Outline (what the course offers)		
	Outcome	**Prompts or questions for a learner's proforma**
i	Course learning outcomes	What should you be able to do by the end of the course?
ii	Learning methods and support	How we will help you learn
iii	Progression option	What could you do next?
	Learners' own desired outcomes	**What do you hope to get out of the course?**
i	Confidence / competence	Personal confidence
ii	Knowledge	What new things do you want to know or understand?
iii	Skills	What new things will you be able to do?
iv	Applied outcomes	What do you want to use the learning for?
	Self-assessment (for distance travelled)	**How confident are you now about the things you and the tutor have listed above?**
i	Self-assessment: mid course (or specified times)	How do you rate your confidence now?
ii	New learning goals	Are there any other things you started thinking or learning about during the course?
i	Preferred learning styles	List the ways that you learn(ed) best
ii	Recorded learning gains	How are you showing - to yourself or others - that you are learning?
i	Self-assessment: confidence	How do you rate your confidence now with regard to the items listed above?
ii	Self-assessment: competence	What can you do now (with help, or on your own) that you couldn't do before?
iii	Self-assessment: original goals	Have you achieved what you wanted?
iv	Self-assessment: course outcomes	Have you achieved what the course tutor expected?
v	Evidence	How can you show it to yourself and others?
vi	Unexpected outcomes/social gains	What have you gained from the course or from learning in a group that you did not expect to gain?
	Progression/application	**What do you hope to do with your learning in relation to the following:**
i	Role	Your family or community role
ii	Education progress	Further learning in different areas
iii	Employability	Your job or job prospects
iv	Other	

APPENDIX 7

AUDITING PROVISION

Current provision needs to be fully mapped and audited, covering the many kinds of learning, levels and stages of achievement and types of participation. Those data need to be sufficiently robust to ensure, when matched against identified need, that we are in a position to develop a strategic framework in lifelong learning within any area, and to enable us to identify and monitor progress towards local and national targets for widening participation.

> *"Richer and more sophisticated measures of learning activity are urgently needed, especially locally, based upon new criteria and methods of data collection and reflecting the diversity of lifelong learning. This will require many different partners to work together to identify and map their various contributions to learning and agree the best ways of capturing them in auditing of provision, so as to produce a fuller picture and better data on learning".*

'Learning in the 21st Century' First Report of the National Advisory Group for Continuing Education and Lifelong Learning, Fryer, 1997.

EXAMPLE I: A CROSS-AGENCY AUDIT OF PROVISION FACILITATED BY THE NORTH WALES ACCESS CONSORTIUM (NWACC) IN GWYNEDD AND YNYS MON

On the map shade in those areas of Gwynedd and/or Ynys Mon for which your organisation provides Adult Education services.

Mark the main centres where your provision is delivered or based.

Are there any areas which you do not presently serve but intend to cover? (please state)

Tick the types of learning in which your organisation provides or supports

Creative leisure and hobby pursuits (painting, music etc.) ☐

'Practical' skills and activities (computers and foreign languages) ☐

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Physical activities (for example yoga, keep fit, sport) ☐

Liberal education (for example local history, art appreciation) ☐

Return to Learn or access to further education ☐

Role education (preparing people for life roles or responsibilities) ☐

Provision for people with learning difficulties ☐

Personal development courses (for example stress management) ☐

Vocational preparation (for example job seeking skills) ☐

Basic skills (for example Family Literacy) ☐

Other (please state) ☐

Does any of the above provision attract FEFC(W) funding?

Does any of the above provision attract LEA funding?

Does any of the above provision attract TEC funding?

What other sources of funding support the above provision?

Name of organisation/agency:

Contact name: Telephone:

Tick the age groups and, if possible, indicate the percentage of learners within each age group and whether they are male or female or both

	Tick	%	Male	Female
16-19	☐	☐	☐	☐
20-35	☐	☐	☐	☐
36-50	☐	☐	☐	☐
52-65	☐	☐	☐	☐
66+	☐	☐	☐	☐

	All	Some
Is the provision available in English?	☐	☐
Is the provision available in Welsh ?	☐	☐
Is the provision available bilingually?	☐	☐
At what time of the day is the provision offered ?	☐	☐

Please list any obvious gaps in provision which have been identified by your organisation (for example role education courses for older adults in the day time)

1. _____
2. _____
3. _____
4. _____

If there is any other information which you feel it would be useful to share or to take into account when considering the 'adequacy' of provision in this area, please contact me or continue on another page.

Details of agencies who responded to this request and the analysis of the results of the NWACC survey

Ynys Mon

Responses received from
Careers Company
Coleg Menai
Dept Continuing Education UWB
WEA
Drwy Arts for Health
Social Services
Holyhead Youth Centre
Ysgol Gyfun, Llangefni
Library Service
Ynys Mon Voluntary Services

Other organisations contacted
Youth & Community Service
Education Department
Leisure & Heritage Department
Menter Mon
Unemployed Workers Centre, Holyhead
Holyhead Opportunities Trust
WI Llangefni
Cwmni Cynnal
Medra
Probation Service
High schools not listed above

Gwynedd

Careers Company
Coleg Menai
Dept Continuing Education UWB
WEA
Drwy Arts Health
Coleg Harlech
Coleg Meirion Dwyfor
Mantell Gwynedd
Ysgol Uwchradd Tywyn
Ysgol Syr Hugh Owen, Caernarfon
Ysgol Brynefail, Llanrug
S. Gwynedd Liaison Committee (UWB)
Gwynedd LEA 0 Learning Disability Unit
Meirionnydd Federation of WI's
Plas Tan y Bwlch
Cwch Gewnyn Bethesda Beehive

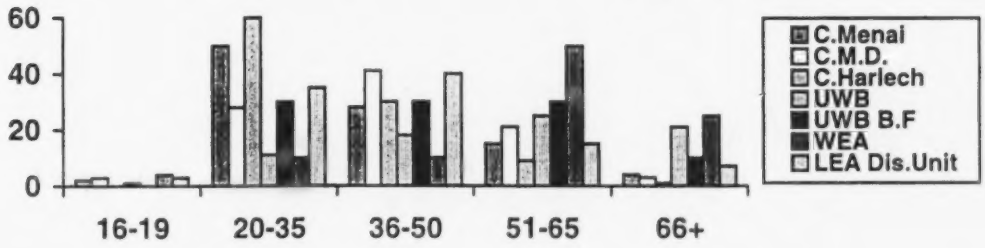
Youth and community
Education & Culture Department
Library Service
Social Services
Voluntary services
Anturs
Probation Service
Plas y Brenin
Plas Menai
Field Study Council
Planning & Economic Dev Dept Caernarfon
University of the Third Age
High schools not listed above

Gwynedd

The organisations which returned the questionnaires covered all the different types of learning with Coleg Meirion Dwyfor in the south and west, Coleg Menai in the north, the University's Department for Continuing Education and WEA providing most types while the Careers Company, schools and other education and training organisations offered more specific types of learning detailed below.

Careers Company:	Vocational preparation; other including Psychometric Testing etc.
WI Meirionnydd:	Creative; Physical; Liberal
Department for Continuing Education UWB:	Part-time degree courses
Coleg Harlech:	Creative; Practical; Liberal; Return to Learn; Vocational preparation
Mantell Gwynedd:	Personal development; Vocational preparation; other including fund-raising
Ysgol Uwch Tywyn:	Creative; Practical; Physical; Return to learn; SLDD
Ysgol Syr Hugh Owen:	Creative; Practical; Physical
Learning Disability Unit:	Creative; Practical; Physical; Role education; SLDD; Basic skills

Percentage of learners in each age group



The above chart provides information about the community based provision across Gwynedd for the largest providers. Information from other providers indicates the following:

Careers Company	20-66+
WI Meirionnydd	36-66+
Mantell Gwynedd	10% (16-19); 40% (20-35); 30% (36-50); 10% (51-65); 10% (66+)
Ysgol Tywyn	20 - 66+
Ysgol Syr Hugh Owen	30% (20-35); 70% (36-50)

Information about the gender divisions indicate that in the Coleg Menai and University of Wales community provision there are more females than males (see information for Ynys Mon). Elsewhere, with the exception of the WI, the provision was attended by males and females although there was no indication of the ratio of males to females.

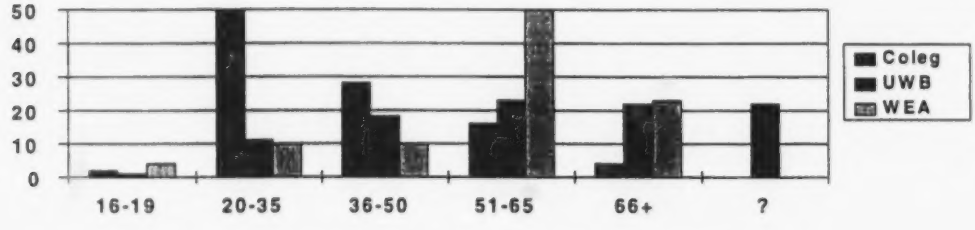
The language of delivery for each provider includes some or all bilingual provision. Many providers also offered English and Welsh provision. Provision is available either in the daytime and/or evening with some provision offered on Saturday mornings at Coleg Menai. Most of the provision outlined is supported by funding from the FEFCW, HEFC, the LEA, TEC funding or European funding.

Ynys Mon

The organisations which returned the questionnaire provide a variety of different types of learning with the Coleg Menai, the University's Department of Continuing Education, WEA and Youth Service providing all types while the Social Services, Careers Company, school and other training organisations offered more specific types of learning detailed below.

Social Services	Creative; Practical; Physical; Return to Learn; SLDD; Basic Skills
Careers Company	Vocational preparation; other including Psychometric Testing etc.
Ysgol Gyfun	Practical; Personal development
Drwy Arts for Health	Creative; Practical; Physical; Return to Learn; SLDD; Personal development; Vocational preparation
Voluntary Services	Practical; other including business skills etc.
Library Service	Creative; Practical; Physical; Liberal; SLDD; Basic Skills

Percentage of learners in each age group



The above chart provides information about the community based provision across Gwynedd and Ynys Mon for the three largest providers. Information from other providers indicates the following:

Drwy Arts for Health	80% - 36-50; 10% 20-35; 10% 51-65
Youth Service	100% - 16-19
Ysgol Gyfun	20-65
Social Services	20-65
Careers Company	20-66+
Library Service	16-66+

Information about the gender divisions indicate that in youth provision there are approximately 60% males compared to 40% females while the school based provision indicates 80-90% attendance by females compared to 10-20% males. The attendance at the Coleg Menai and University of Wales community provision echoes this trend with almost 62% females compared to approximately 38% males attending the Department for Continuing Education provision. Coleg Menai reported that the percentage of young women (20-35) and older women (66+) was approximately 75% or more compared to 70% for the 36-65 female group.

The language of delivery for each provider includes some or all bilingual provision. Many providers also offered English and Welsh provision. Provision is available either in the daytime and/or evening with some provision offered on Saturday mornings at Coleg Menai. Most of the provision outlined is supported by funding from the FEFCW, HEFC, the LEA, TEC funding or European funding.

EXAMPLE II: Review of Adult Education Provision in Powys: A Questionnaire

1. Nature and Scope of Service

1. What kinds of information do you use to plan learning activities for adults?
2. Do you offer a bilingual programme?
3. Whose needs are currently met by your provision?
4. How accessible is your provision - where, opening hours, transport, crèches etc.?
5. What examples are there of progression routes into other learning programmes?
6. How are students involved in the learning process?
7. How do you assess their previous learning?
8. What support services are offered by your organisation for example transport, fee, remission, childcare etc.?
9. How would you describe your curriculum range and breadth?

2. Planning and Management

1. Has your organisation a Mission Statement ☐

   Service Plan ☐

   What other policy documents are relevant?
2. Do you feel that your service has clear aims and objectives and how are they reviewed?
3. How do you identify the needs of the Community you serve?
4. Do you consult with other providers during your programme planning?
5. What are the main sources of funding?
6. What are the main lines of control and accountability within your organisation?
7. To what level are you able to make decisions and how do you determine priorities?
8. What are the main features of your marketing strategy?
9. How do you contribute to the Management Information Systems within the Service and what data helps you in terms of planning?

10. Do staff at all levels work to agreed roles and responsibilities and what kind of review procedures do you adopt to assess their performance?

11. What mechanisms are in place to measure quality of your provision?

12. What arrangements do you make for grant aiding voluntary organisations?

13. How do you know if you have met the needs of individuals and those of your local community?

3. Participation Profile

1. How many students attend your provision and what are the criteria for course viability?

2. Do participants reflect full range of people in your community?

3. Do you target your provision in any way?

4. What special measures do you take to encourage these targetted groups into the provision?

5. How do you inform the public about your provision?

6. What do you have in terms of a fee structure for your courses/programmes?

7. What arrangements have you made for the provision of information, guidance and counselling?

8. What strategies have you to ensuring the retention of students?

9. What is your approach to equal opportunities and how does it work in practice?

10. How do students contribute to your approach to quality?

4. Community Links

1. Who are the main providers in the area who would be included in a community profile?

2. How do you consult with them?

3. What forms of collaborative activities are there between you and other providers in the area?

4. What are the limits to your decision making in the relation to adult education and who else is involved?

5. What responsibility do you have to manage resources/delegated budgets etc.

6. Do you jointly fund any provision with other providers?

7. How do you encourage and support volunteers?

8. What in terms of community development do you encourage, support and provide within the area?

5. The Learning Activity

1. In advance of running a course, do you publish the course objectives and list the learning outcomes?

2. What are the main forms of learning resources offered to students?

3. How do you approach accreditation and certification of courses?

4. To what extent are students involved in decision making/choices?

5. What arrangements are in place to assess students' prior learning?

6. How and to what extent do students progress from one learning experience to another?

   a) at the same level?
   b) at another level?

7. What methods have you adopted to assess student progress and achievement?

6. Teaching and Learning

1. How do tutors plan to meet the needs of students?

2. In general terms do staff demonstrate a good range of teaching strategies and learning approaches in their teaching?

3. Are students involved in negotiating their own programmes and in evaluating their achievement?

4. How do you assess the relationship between staff and students?

5. By what means do staff assess students' work and offer feedback to them?

6. How are individual courses evaluated and who is involved?

7. What system is there for keeping student and group records?

7. Management of Finance

1. What are the links between the Service Plan and budget plans?

2. How are the priorities for spending agreed and what involvement have you in those decisions?

3. How are financial and human resources allocated to your area?

4. What arrangements are in being for the planning, control and review of those resources?

5. What income generating activity have you initiated?

8. Staffing

1. How do you determine that staff are suitably qualified and experienced to teach adults?

2. Do staff at all levels understand their roles and responsibilities?

3. How are job descriptions agreed?

4. How are staff inducted into the service and what are the main features of your staff handbook?

5. What support do you offer staff during their employment whether in a part-time or full-time capacity or as volunteers?

6. How do you evaluate their performance?

7. What kinds of staff development activity do you provide for staff in your area and volunteers at county level?

8. How do you supervise your staff?

9. Accommodation and Equipment

1. How efficient and effective is the use of premises in your area?

2. How would you describe the learning environment you operate in the different learning settings within your sphere of influence?

3. What are some of the access issues you been able to resolve?

4. What health, safety and security issues have you needed to overcome?

5. How do you monitor and evaluate the appropriateness and condition of accommodation and equipment?

6. In general terms is the accommodation/equipment fit for this purpose and does it facilitate the achievement of the aims/objectives of the service?

10. Quality

1. Is there a policy for managing quality?

2. What are the main features of your quality system?

3. What arrangements are there in being for assessing the quality of the service?

4. Are you able to deliver on the standards set by other organisations?

5. Have you been involved in writing service indicators and setting standards for adult education?

6. What system have you for data collection?

7. How do you currently record individual and group achievement?

8. What process do you operate for target setting?

9. Is there a system for evaluation and review of provision?

APPENDIX 8

THE RHONDDA CYNON TAFF STRATEGIC FORUM FOR LIFELONG LEARNING

Overall Objective

To provide leadership and co-ordination in formulating a local strategy that will develop a culture of Lifelong Learning in each of our communities, based on fostering a wide commitment to continuous learning and on meeting the identified needs and entitlements of individuals who have been enabled to plan and manage their own learning.

A Suggested Agenda for Joint Action

1. To research and formulate a vision of the learning society of the future.

2. To identify the key skills, competencies and attitudes needed by individuals to enable them to participate confidently in learning throughout their lives in this future society.

3. To identify how local schools, as the "foundation learning system", can best develop these lifelong learning skills in all young people.

4. To review and rationalise existing Post-16 funding and provision for education and training, to ensure greater collaboration between schools, colleges and employers, to widen participation and improve attainment in the key transition phase from "foundation" learning to adult learning

5. To identify, at local level, the particular needs of adults for further education and training, where they lack these key skills at present.

6. To review the existing provision of education and training, at local level, to determine the most appropriate balance between informal learning provision (designed to encourage initial participation or progression) and formal learning provision designed to offer accredited attainment or qualifications - and to ensure that all such provision motivates and supports success.

7. To ensure equality of access and provision, by identifying the means of removing barriers and obstacles to participation in learning opportunities, for those who are disadvantaged, excluded, or disaffected from formal learning provision, or who have other constraints on their time and ability to learn, (such as lack of finance, lack of childcare facilities or the existence of special needs).

8. To identify the most effective means of creating positive attitudes to learning across all age groups and strata of our local communities, including overcoming fear of failure and better use of the media to reinforce positive images of the benefits of being a learner, as part of a local Lifelong Learning campaign.

9. To provide increased opportunities for inter-generational learning, such as Family Learning Programmes, or methods which similarly provide added value.

10 To identify the current and future needs of the local labour market in order to better align the methods, pathways and outputs of education and training provision with the employment opportunities available.

11. To review the present local arrangements for the provision of information, and advice and guidance to all learners on education, training and work-related opportunities available to them, in order to ensure a more systematic, coherent and effective approach across all providers.

12. To identify and provide for the increasing role of new technology in providing new learning materials and systems, and in improving access to training opportunities, including those delivered in the workplace and in a wide range of public buildings, as well as in formal learning environments.

13. To identify the appropriate balance between increased open and distance learning provision and the need to ensure the benefit of personal learning support (such as "team" learning in association with other learners).

14. To develop education and training provision which is based on a modular approach to individual learning programmes as a flexible route to continuous and progressive attainment, based on:

- portable Personal Portfolios or Records of Achievement rather than whole qualifications
- a self managed learning approach; and
- recorded and accredited outcomes which are credible in terms of assessment of the quality of "learning gain"

15. To establish local targets for improvement, such as increasing the participation of adults in formal education and training by 50% each year over the next three years.

16. To establish effective mechanisms to improve the links between local employers and the education service at all levels, including the development of a "Preparation for Work" curriculum in schools, and to increase the contribution of employers to improving the quality of learning in their local community.

17. To encourage local employers and voluntary/community groups to become "learning organisations" with an obligation to support the personal development of their employees and volunteers.

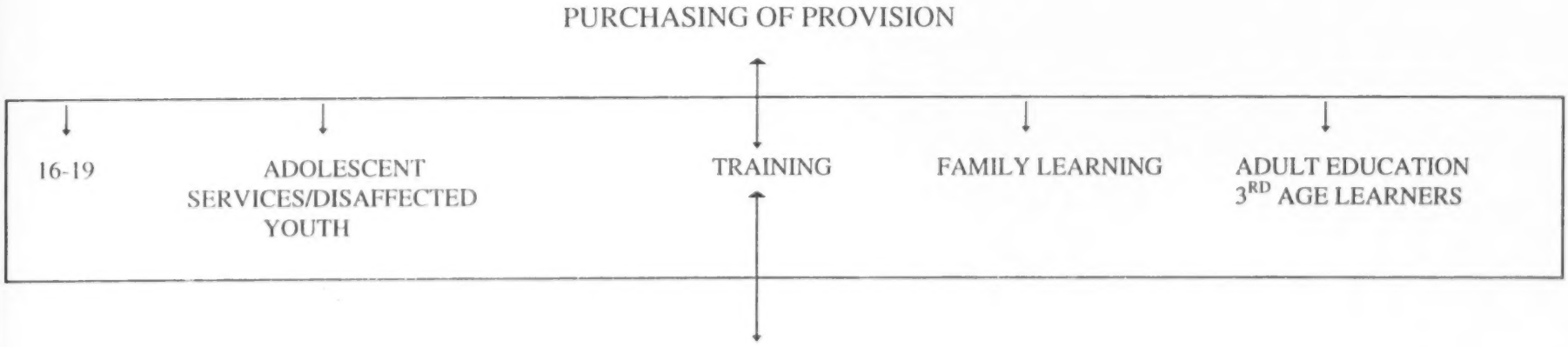
18. To encourage, recognise and share the outcomes of successful innovation in the design, delivery and assessment of flexible and responsive learning provision including increased use of public learning facilities, and of learning in the workplace.

19. To create effective "learning partnerships" in which all local providers, including employers, collaborate to enhance the scope and quality of provision.

20. To target resources, increasingly on a shared or "partnership" basis, in support of agreed strategic initiatives or priorities; to create a "learning regeneration fund"; and to redirect funding from other sources.

LIFELONG LEARNING - A LOCAL FRAMEWORK

STRATEGIC FORUM
(Joint planning and commissioning of services based on identified needs)



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(Local multi-agency networks)

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MEMBERSHIP

RHONDDA CYNON TAFF
LIFELONG LEARNING STRATEGIC FORUM

LEA
TEC
Colleges
University
Business
Employment Service
Voluntary Organisations
Careers
Community Education

<u>16-19</u>

LEA
TEC
Colleges
Secondary Schools
Special Needs
Careers
Schools
EBP

<u>Adolescent Service/Disaffected Youth</u>

LEA
TEC
Colleges
Social Services
Leisure
Community Education
Voluntary Organisations
Cities in Schools
Health Authority
Education Welfare
Careers
Education Otherwise
Wales Youth Agency
Employment Service

<u>Training</u>

LEA
Colleges
TEC
EBP
Employers
University
Community Education
Careers
NIACE
Employment Services
Voluntary Organisations

<u>Family Learning</u>

LEA
Colleges
TEC
Social Services
Voluntary Organisations
University
Community Education
Libraries
Careers
Employment Service

<u>Adult Education 3rd Age Learners</u>

LEA
Colleges
TEC
Voluntary Organisations
Community Education
Libraries
University
Careers
NIACE

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APPENDIX 9

Examples of Local Functional Partnerships

Most local areas will have an array of local functional partnerships. Here we include examples of three such partnerships. Two focus on the needs of particular housing estates and the third covers the whole of a local authority's library services.

- Harbour View Estate, Penarth shows how collaboration on very practical issues is adding value to the basic education and family education programmes delivered on the estate.

- Sandfields 2000 Project shows how inter-agency collaboration has been utilised to make a significant and coherent intervention across a range of learning and employment issues.

- Denbighshire and Conwy Library Services and Llandrillo College initiative provides an example of a formal agreement to utilise libraries as learning centres across the area.

HARBOUR VIEW ESTATE

Harbour View is a council estate perched high on an isolated cliff overlooking Cardiff Bay. It is isolated from the rest of Penarth, an elegant Edwardian seaside town, both by its socio-economic and geographical position. The accommodation is bleak, mainly consisting of flats and maisonettes, with steep, badly lit stairways and notorious open floor areas originally designed as "drying rooms". The whole estate has its modern "mythology" and is affectionately known locally as the Billybanks. The story is that when the estate was being built it was Billy Banks you had to ask if you needed work.

The estate has all the social problems associated with similar housing developments. Unemployment is high and there is a large number of one parent families. There is a Community Centre on the estate run by a user committee with the support of the Vale Council, but transport to other facilities in Penarth is a problem.

The Vale of Glamorgan's Community Education Service has formed a partnership with NCH and the Social Services Department to provide services to young families, based in Penarth Family Centre. The partnership enables NCH to run a playgroup in the Community Centre which is well established in the community and the workers trusted by local families. The Vale Open Learning Centre (Basic Skills Unit) funds a tutor who works with one of the nursery workers who is also trained in delivering Basic Skills to run a "Families Learning Together" project along similar lines to the Basic

Skills Agency projects. Small groups of parents spend two and a half hour sessions learning how to assist their children's language development. They then join the children for an hour to work together on various topics. All members of the group which began to meet in February 1997 attained "Wordpower", and are now concentrating on numeracy skills.

There is nothing particularly new in the content of the course or the style of delivery, but the partnership working enables the Basis Skills tutor to access local parents who have confidence in the nursery workers. Thus they too have established a presence and can work towards creating an atmosphere where learning is accepted in the community. These activities form the first point of contact, and are followed up by projects in local schools and also give access to other initiatives provided by the Partnership, such as after school clubs, debt counselling, parenting skills, drug and alcohol advice, as well as the more traditional courses such as RSA Typing, Information Technology, and the wider range of learning opportunities in Penarth as a whole, provided by the Community Education network. The broader base of the Family Centre and Project involvement helps to lessen the problem of lack of progression routes when courses are completed and avoids the "parachuting in and then moving out" syndrome which often leaves local participants feeling that little has been achieved.

NCH have developed excellent management and monitoring procedures, which enables a small committee of Partnership representatives to evaluate aspects of the Project for quality, outcomes and value for money. By buying in to a partnership far more can be achieved than when agencies work in isolation often, in the past, competing for the same client group.

SANDFIELDS 2000 PROJECT

In a focussed approach to targetting areas of need, local authorities in Gwynedd and Neath Port Talbot have been proactive. In Gwynedd, the County Planning and Economic Development Department played a key role in initiating partnerships, working closely with the University for Wales, Bangor, on a number of projects, including the North Wales slate area initiative which led to a comprehensive needs analysis.

On the Sandfields Estate in Neath, Port Talbot a cross-agency partnership, with the local authority as a pivotal player, has been working with the community to

> *"enhance the quality of life on the Sandfields estate and raise the self-esteem of residents so that the community becomes empowered to identify and implement its own solutions"*

The following tables from the project report reflect the wide ranging approach to this work:

SANDFIELDS 2000 PROJECT REPORT

Project	Description	Current Status	Opportunities	Capital Funding Package	Project Revenue Funding 1998/99	Next Stage
YOUTH BUSINESS PARK	Development of serviced start-up units for young people	• Building Complete • Youth Development Worker appointed • 4 Tenants confirmed • 3 Positive enquiries	Supported businesses start-up provision for young people • Training opportunities for young people • Work experience opportunities for young people • Growth of support and service businesses to existing larger companies • Support businesses for the community	• SDS £325,000 • Sandfields 2000 (BP) • NPTC BC (Land) £100,000	• Income (rentals and services) 12,620	• Opening November/ December 1997
GLANYMORE FAMILY LEARNING CENTRE	Alterations to annexe at Glanymor School to incorporate Family Learning Centre with child facilities	• ERDF funding package granted 1995 • LA contributions secured 1995 • User consultancy process 1996 • Alterations 1996/97 • Opened May 1997	• Family learning/ resource centre to serve the parents of children attending Glanymor School, other estate schools and other sectors of the local population • Building on programme already established in the "family room" of the school	• ERDF £42,000 • Sandfields 2000 £15,000 • NPTCBC £27,000	• LEA • Sandfields 2000 Outreach Worker support costs • User fund-raising • Attendance fees •	• Programme development

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Project	Description	Current Status	Opportunities	Capital Funding Package	Project Revenue Funding 1998/99	Next Stage
YOUTH FORUM	Development of a democratic representative body for the youth of Sandfields	• Youth forum established with democratically elected representatives and management group • Training programme undertaken • Video of Estate life in production	• Training young people in democratic and committee skills to enable them to represent themselves and their peers in debate and planning fora • Opportunity to create a video documentary illustrating the issues surrounding young people living in Sandfields • Peer training by example and discussion	• N/A	• Arts Care Wales £2,500 production of videos • Sandfields 2000 (BP) £2,500 production of videos	• Further training sessions • Representation on planning and working groups
EMPLOYERS FORUM	Forum of leaders of local businesses bought together for regular or occasional meetings and seminars	• Identification interested businesses • Initial exploratory meeting held • Initial research into areas of mutual interest • Representation on Employment Working Group • Consultation on environmental project	• Training/work experience openings for young people on the estate • Mutual business opportunities between companies • Contact with professional agencies and LA • Opportunities for businesses to participate in planning local strategy	• N/A	• Minimal requirement	• Development of areas of mutual interest

DENBIGHSHIRE AND CONWY LIBRARY SERVICES AND LLANDRILLO COLLEGE

In Denbighshire, a proposal for the establishment of a network of learning centres in libraries involved an agreement between the Council, Llandrillo College and the Conwy County Borough Library Service. The aim is to contribute positively, *"to a number of corporate policies including for example Agenda 21 - partnership working and community involvement and to community safety - by encouraging people to participate in social and community life and by providing diversionary activity for young people"*

MEMORANDUM OF AGREEMENT BETWEEN THE LIBRARY SERVICES OF DENBIGHSHIRE & CONWY & LLANDRILLO COLLEGE

The Library Service of Denbighshire, Conwy and Llandrillo College are committed to the joint development of a North Wales learning network to provide the maximum number of learning opportunities to learners throughout North Wales, through developing partnership between themselves and other partners dedicated to overcoming barriers to learning.

This will be achieved through a phased partnership, consolidating and strengthening existing arrangements, extending those relationships through joint development projects, drawing in other partners when appropriate. External funding will be sought to extend the partnership.

Llandrillo College agrees to do the following, initially in one pilot library in each Authority, extending as feasible to others:

- Convene meetings between involved partners, co-ordinate activities and provide proactive leadership for developments
- Offer tutor support for learners referred from and using library-based open and flexible learning facilities
- Offer training for library staff in dealing with open and flexible learning, learners and materials
- Provide additional computer facilities as appropriate
- Provide advice and help on the evaluation, purchase and display of learning materials
- Provide support, by agreement for those library-based learning facilities which fall within this agreement
- Provide access to the College's learning network and through it to the Internet, and provide training to library staff in its use
- Investigate and trial the collaborative purchase of learning materials

The Library Service of Denbighshire and Conwy agree to do the following, initially in one pilot library in each Authority, extending as feasible to others:

- Provide appropriate space at no cost for shared open and flexible learning facilities for students enrolled at Llandrillo College
- Provide appropriate equipment, resources and staffing for shared open and flexible learning facilities
- Collaborate in determining the best use of the joint facilities provided by both partners
- Promote the learning opportunities available to the general public
- Consult with the college when making decisions which have a potential impact on these arrangements
- Enrol appropriate learners as Llandrillo College students
- Not enter in arrangements with other providers for similar joint management and deliver of learning without prior consultation with Llandrillo College

NIACE, the national organisation for adult learning, has a broad remit to promote lifelong learning opportunities for adults. NIACE works to develop increased participation in education and training. It aims to do this for those who do not have easy access because of barriers of class, gender, age, race, language and culture, learning difficulties or disabilities, or insufficient financial resources.

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